

EXECUTIVE SUMMARY OF THE REPORT: JCPS ORGANIZATIONAL AND STAFFING STUDY

(KEYED TO FULL REPORT AS INDICATED)
20 DECEMBER 2011

Introduction

The purpose of this document is to provide an executive summary of the complete report of the *Organizational Structure and Central Office Staffing, Functions, and Operations*, which was provided by the Superintendent of Schools.

This report, while provided in tandem with the forthcoming *Curriculum Management Audit Report*, is nonetheless a separate and more detailed analysis of current organizational and staffing issues in JCPS together with specific recommendations for the findings delineated. After each section, the page number(s) in the full report is indicated in **bold type**.

Purpose of the Study

The Organizational Study was conducted to address three criteria in accordance with the Jefferson County School District proposal and contractual agreement. The three main purposes were as follows:

- To examine the organizational structure in greater depth than the curriculum audit, but in concert with its findings and recommendations.¹
- To examine specific documentation of issues pertaining to staffing, functional overlap and/or duplication, and system efficacy.
- To clarify and apprise Issues of organizational effectiveness, without constituting an evaluation of the job performance of any specific individual (though general qualification levels can be assessed). **(Page 1)**

Critical Assumptions

In any empirical study, there are assumptions underlying the justification for the study, and two of the assumptions underlying this study include the following:

- Organizations have a tendency to “drift” from their central mission over time.
- Organizations should be periodically examined to retain maximum effectiveness and efficiency. **(Page 1)**

¹ The JCPS Board of Education adopted the Curriculum Management Audit’s recommendation to restructure the Superintendent’s executive cabinet on October 31, 2011.

Methodology (Page 2)

Normative research procedures were utilized as a part of this study, and the key data sources employed included the following:

- Confidential online survey of central office administrative staff (265 participants responded with 232 usable responses).
- Confidential interviews were conducted with 52 individuals, some in the greater Louisville community.
- The instruments used are in the report in the appendices, but individual responses are deemed confidential and are not ascribed.

The Results and Brief Explanation of the Recommendations²

Based on information obtain from the survey and interviews, definitive findings were obtained and recommendations were conceptualized accordingly to ameliorate organizational issues and needs. The findings and corresponding recommendations are as follows:

Finding A.1: Size of the JCPS central office is not excessive compared to peer school districts.

Recommendation: *None – ancillary information only. (Page 5)*

Finding A.2: Current expenditures for instruction compared to peer school districts is less than the group average.

Recommendation: *None – ancillary information only. (Page 7)*

Finding A.3: Current contract with JCTA shows schools with high numbers of poverty students (*Free & Reduced Meals*) are staffed with less experienced teachers. (Low poverty schools average teacher experience average as high as 20 years; high poverty schools average as low as 5 years of teacher experience.

Recommendation: *Modify contract language in future negotiations with the JCTA.*

(Page 8)

Finding B.1: The administrative recruitment and selection process is biased towards internal promotions (99.24% were from within JCPS and 99.9% advertised only locally or within the state).

Recommendation: *All administrative positions need to be advertised nationally and at least one-third be hired from outside JCPS. (Page 10)*

Finding B.2: Employment processes are widely perceived to be discriminatory towards friends or relatives in JCPS with 61% surveyed indicating that the administrative selection and hiring

² NOTE: Details may be found in the full report.

process was not “very effective”.

Recommendation: *The Superintendent will draft a policy for Board adoption that prohibits favoritism and nepotism. Complaints about HR practices will be processed by an independent and objective school executive. All recommendations to the Board for hiring must provide documentation that there has been fair and equitable hiring. (Page 11)*

Finding B.3: Perceptions that school principals who had been determined to be “not effective” have been transferred to equal positions without application are partially incorrect.

Recommendation: *The adoption of a policy that indicates persons removed from their positions and who apply for new positions must be fully qualified and there must be demonstration that he/she is the best qualified candidate for the new position. (Page 13-14)*

Finding B.4: Information technology support for the schools is ineffective and inefficient.

Recommendation: *Changes in the number and types of administrative positions in IT are recommended with the operations of this area assigned to the new position of Chief Operations Officer. (Page 14-16)*

Finding C.1: Overall framework and structure for curriculum, assessment and instruction is hampered by a number of factors, some which will be highlighted in the *curriculum management audit* later.

Recommendation: *Reduce the size of the Superintendent’s Cabinet and eliminate some positions in the system and re-establish some to be located in different areas. No internal hires would be permitted who do not meet the requirements for curriculum content expertise if they function in a designated curriculum content specialty. (Page 17-22)*

Finding C.2: Gheens Academy curriculum expertise is very thin and the curriculum produced by the Academy was found to be poor in quality.³ Qualifications and currency in specific curriculum content areas were minimal. Past hiring practices have perpetuated the Academy’s weaknesses.

Recommendation: *Eliminate nine current Director positions and re-staff with nine new and upgraded positions in specific curriculum content areas. Two upgraded positions need to be located in the Academic Support Department. All new positions require a doctorate or equivalent post master’s degree graduate preparation in the curriculum content area. (Page 23)*

Finding C.3: Both Early Childhood Education and Exceptional Child Education are important to the school system, but both face implementation needs and housing issues.

Recommendation: *Re-position these areas under a specific academic support division*

³ See *JCPS Curriculum Management Audit Report*, January 2012, Phi Delta Kappa International.

administrator and decentralize the placement of psychologists to the planned school regions.
(Page 24-26)

Finding D.1: The Board of Education adopted a revised organizational model for the Superintendent's executive cabinet on October 31, 2011, and requested a study of the organization for the purpose of determining position re-alignments and organizational reconfiguration. **(Page 27)**

Finding D.2: Perceptions of the JCPs Human Resource Division have called the effectiveness of this functional area into question with respect to hiring and job placements.

Recommendation: *The newly recommended role of Chief Operations Officer will oversee and work to improve functioning in the HR area.* **(Page 27)**

Finding D.3: Perceptions and complaints about facilities and transportation involve untimely service responses to field issues and concerns about cost-effectiveness practices have been raised.

Recommendation: *Restructure the facilities and transportation departments with the elimination of several current director level positions.* **(Page 28-29)**

Finding D.4: The Food Service and Nutrition department has been housed in financial services.

Recommendation: *Shift this division from financial services to the Operations Division, retaining accounting and financial oversight within financial services.* **(Page 30)**

Finding D.5: Information Technology functions have been split among a variety of internal areas with the result that the overall services to the system have suffered.

Recommendation: *Consolidate components and relocate the IT Department under the Operations Division under the new role of Chief Operations Officer.* **(Page 30)**

Finding D.6: While the financial services department's functions were found to be adequate, there is a need for greater internal financial controls.

Recommendation: *The Chief Financial Officer will develop and recommend to the superintendent a procedure which allows greater control and close scrutiny of all uses of public money.* **(Page 31-32)**

Finding D.7: Assessment processes and planning functions have been too dispersed across the system.

Recommendation: *Consolidate these two functions under the newly created division of Data Management and Program Evaluation Services.* **(Page 32-33)**

Finding D.8: Communication and community relations functions were characterized by ambiguity and dispersal not conducive to functional effectiveness of either.

Recommendation: *Consolidate these functions under the role of the Chief Community Relations Officer. Student assignment implementation and the diversity and equity duties and responsibilities will fall under the Community Relations Division and under the direction of the Chief Community Relations Officer. (Page 34-36)*

Finding D.9: The health and safety department and services (partially in the current student assignment area) were found to be too disparate to effectively dispense services effectively.

Recommendation: *Consolidate these services and assign them to the new Academic Support department. (Page 30)*

Finding D.10: There were many issues related to administrative compensation which included unequal pay for equal work, widespread employment of retired personnel, salary adjustments unaligned with marketplace comparability, and the matter of automatic administrative salary increases which are indexed to the teacher contractual agreement.

Recommendation: *The superintendent will undertake an external review of the compensation structures which align with the prevailing market place; conduct a study to go about divorcing administrative salary increases to the that of the teachers' contract and the elimination of a potential conflict of interest in negotiations; and the tabulation of the extent to which retired personnel are used in the system and issues of cost-effectiveness and appropriateness. (Page 32)*

Summation:

This report to the Jefferson County Superintendent and Board of Education was based upon the study commissioned by the Board to examine and review the organizational structure and central office staffing, functions, and operations and to provide recommendations for improvement. Findings and recommendations were extrapolated from an analysis of the data provided to the reviewers and were essentially a “mirroring” or reflection of the data received from survey and interview respondents. The considerations offered by this report were in accordance with the principles described within the full report, and are provided to the Superintendent for consideration and determinations for appropriate recommendations to the Board of Education for decisions that are solely within their discretion. (Page 39)